United Nations S/2013/521

Security Council

Distr.: General
3 September 2013

Original: English

Report of the Secretary-General on Somalia

I. Introduction

1. By its resolution 2102 (2013) of 2 May 2013, the Security Council decided to establish the United Nations Assistance Mission in Somalia (UNSOM) by 3 June 2013 for an initial period of one year, and requested me to report on the implementation of the Mission's mandate every 90 days, including the steps taken to ensure the presence of a structurally integrated mission by 1 January 2014, as well as an assessment of the political and security implications of wider United Nations deployments across Somalia. The present report provides the requested information together with an update on major developments in Somalia in the period from 16 May to 15 August 2013.

II. Major developments

A. Political situation

2. The main political goal of the period leading up to 2016, and a core requirement for long-term peace in Somalia, is to define the exact model of federalism in Somalia including the nature and role of government at the federal and regional state levels. In the reporting period, the Federal Government of Somalia and the Federal Parliament continued to take forward dialogue with existing regional administrations, as well as establishing some of the commissions required by the Provisional Constitution. However, continued disputes between the Federal Government and regional authorities in "Jubaland", Puntland and "Somaliland" underlined the vast scale of the task ahead.

3. On 16 June, the Constitutional Oversight Committee of the Federal Parliament formally launched the constitutional review process. The Committee expressed its commitment to a broad dialogue that would involve civil society and the Somali public throughout the country. A law establishing the Constitutional Review and Implementation Commission was adopted on 3 July. The selection of Commissioners is under way.

4. On 8 July, the Federal Parliament adopted a draft bill on the formation of provisional regional and district administrations. The President, however, has yet to sign it into law. Initial draft bills on political parties and the establishment of an Ombudsman were not adopted, and will be reconsidered at the next session.

13-45768 (E) 050913

Please recycle

5. Draft bills setting up a Human Rights Commission and a Judicial Services Commission were also prepared, but their consideration was deferred to the next parliamentary session. A technical committee comprising representatives of the Government, the Federal Parliament and the National Union of Somali Journalists was formed to review a draft media law approved by the Council of Ministers on 11 July, after press freedom organizations, Somali media and journalists expressed their concerns over its provisions relating to media offences, regulatory mechanisms, and a requirement for journalists to reveal their sources.

6. The process of forming federal structures continued. From 17 to 19 June, leaders from the administrations of "Galmudug", Hiraan, and Himan and Heeb, as well as representatives of Ahl al-Sunna wal-Jama'a, civil society and the private sector, met in Mogadishu for consultations with the federal authorities on governance in the regions of central Somalia. The leaders agreed to improve cooperation with the Federal Government, and committed themselves to "genuine and sustainable" reconciliation and the strengthening of security structures. A technical committee was established to explore options for merging the parties' respective entities into one Federal State that would meet constitutional requirements.

7. Under the auspices of the Intergovernmental Authority on Development (IGAD), dialogue continued between the Federal Government and the "Jubaland" leadership to identify options for the formation and establishment of an administration in "Jubaland". Negotiations lost momentum, however, after clashes between supporters of Sheikh Ahmed Mohamed Islam, known as Ahmed Madobe, the self-proclaimed president of the disputed "Jubaland State of Somalia", and supporters of two other claimants, Iftin Hassan and Barre Hirale, from 7 to 8 June and from 28 to 30 June respectively. Madobe blamed intervention by proxies of the Federal Government, and threatened on 3 July to suspend dialogue. Informal talks subsequently resumed, but no agreement had been reached at the time of reporting. The Federal Government announced that the national reconciliation conference planned for July, which had been intended to focus on the "Jubaland" process, would be postponed until September.

8. In addition to the facilitation role of IGAD in the "Jubaland" talks, regional partners did their part to help defuse tension in Kismaayo. On 4 August, leaders of countries contributing troops to the African Union Mission in Somalia (AMISOM), meeting in Kampala with President Hassan Sheikh Mohamud, recognized the authority of the Federal Government of Somalia over Kismaayo port and airport, and expressed their intention to have a multinational AMISOM presence there as requested by the Federal Government. Implementation of the measures is under discussion.

9. In Puntland, local council elections scheduled for 15 July were cancelled the preceding day because of growing election-related violence. The decision was welcomed by local communities, opposition parties and the international community. My Special Representative, Nicholas Kay, who had travelled to Puntland ahead of the polls, used his good offices to urge all parties to refrain from violence.

10. On 1 August, the President of Puntland, Abdirahman Mohamed "Farole", announced a decision to suspend cooperation with the Federal Government, based on what he characterized as its lack of compliance with the Provisional Constitution

and inequitable distribution of international aid. My Special Representative encouraged the parties to address their concerns through dialogue. He met with President Hassan Sheikh Mohamud on 6 August to urge the Federal Government to engage in confidence-building measures with the Puntland authorities.

11. Talks continued between the Federal Government authorities and those of "Somaliland". The ban imposed on United Nations flights since 15 May was lifted following talks between the Federal Government and the "Somaliland" authorities held in Istanbul, Turkey, from 7 to 9 July, during which the two parties agreed, inter alia, to establish a joint air traffic authority based in Hargeysa. However, during his visit to Hargeysa on 13 and 14 June, "Somaliland" authorities informed my Special Representative that UNSOM should not operate in "Somaliland", on the grounds that the territory is not part of the Federal Republic of Somalia and that UNSOM was mandated to work in Somalia only.

B. Security situation

12. Security remained extremely volatile. The reporting period saw a direct attack by Al-Shabaab on the United Nations in Mogadishu, and a surge of asymmetric attacks during the month of Ramadan (9 July to 7 August). This followed reports of upheaval in the leadership of Al-Shabaab. Meanwhile, international forces undertook some reconfiguration: Ethiopian forces withdrew from Baidoa on 15 July, handing over security responsibilities to AMISOM and the Somali security forces. AMISOM deployed additional forces to Kismaayo, but continued to emphasize that it lacks the capacity to support new military advances.

13. On 19 June, Al-Shabaab operatives perpetrated a complex attack involving explosives and small arms on the United Nations common compound. One international staff member of the United Nations Development Programme (UNDP), three international United Nations contractors, four Somali guards and at least six Somali bystanders were killed. This was the first direct strike against the United Nations in Somalia since the bombing of the United Nations common compound in Hargeysa in 2008. Affected United Nations staff relocated to Mogadishu International Airport in order to allow continuation of critical programme activities.

14. There was a surge in violent attacks in the capital. In May and June, hand-grenade attacks in Mogadishu doubled compared to the start of the year. There were three times as many bombings in June as in January. Targeted killings occurred almost daily. There were at least four mortar attacks, including two against Villa Somalia on 20 May and 17 June. On 12 July, an improvised explosive device attack against an AMISOM convoy on the airport road in Mogadishu resulted in more than 17 civilian casualties. On 27 July, a complex attack by Al-Shabaab against a facility adjacent to the Turkish Embassy resulted in the death of one Turkish security officer and one civilian, and injured at least eight others.

15. Those incidents followed reports of a peak in tensions within Al-Shabaab's leadership. A violent clash between opposing factions in Baraawe (Shabelle Hoose region), on 19 June, reportedly resulted in the killing of two senior Al-Shabaab leaders, including its second-in-command, Ibrahim al-Afghani. On 26 June, former Al-Shabaab leader Hassan Dahir Aweys surrendered to the Himan and Heeb administration and was subsequently taken into Federal Government custody in

Mogadishu. Another prominent Al-Shabaab leader, Mukhtar Robow, was reportedly on the run, leaving Ahmed Godane as the overall leader of the group.

16. In the central regions, there was no major deterioration in security in Baidoa after the departure of Ethiopian forces. However, guerrilla attacks still occurred weekly, and the Deputy District Commissioner was killed on 17 July, apparently in a clan-related dispute. Two persons were detained in connection with the killing. Near-weekly guerrilla attacks also occurred in Ceel Barde and Xuddur in Bakool region, and Qansaxdheere, Gofgadud and Baidoa in Bay region. There were relatively few incidents in Galguduud or Hiraan regions, despite reports of Al-Shabaab mobilizing there.

17. Further south, the Federal Government, supported by AMISOM, continued its campaign against Al-Shabaab, while tensions among local political actors persisted. Kismaayo remained volatile: of two major violent clashes in June, one resulted in the death of some 70 civilians and the wounding of 300 more. Somali and AMISOM forces faced repeated armed attacks. Late in May, AMISOM deployed a Sierra Leonean contingent in the area, alongside Kenyan troops. The situation in Shabelle Hoose remained volatile, with continuing guerrilla and terrorist attacks, especially in Afgooye and Merca districts. The Federal Government and AMISOM recovered four villages in Janale district on 18 June. In Shabelle Dhexe, a surge in clan-based conflict resulted in several civilian casualties in Jawhar district late in May and in June.

18. In Puntland, attacks by Al-Shabaab decreased, although there were indications of continuing presence in the area, as evidenced by the arrest of a senior Al-Shabaab commander, on 4 June, threats of retaliation against the local administration, and reported infiltrations in Garoowe and Gaalkacyo. Clashes in Qardho resulted in eight reported deaths and over 10 injured and triggered the postponement of council elections. Crime, including some incidents linked to disgruntled Government elements, clan disputes, and piracy, continued to affect Puntland and Galmudug.

19. The security situation in "Somaliland" remained relatively stable, despite continued tension over the disputed Sool, Sanaag and Cayn region, and periodic clashes between "Somaliland" forces and the self-proclaimed "Khatumo State" militias. The "Somaliland" authorities also reportedly undertook a number of successful actions to arrest Al-Shabaab operatives.

III. United Nations support to peace consolidation

20. The United Nations effort in Somalia entered a new phase with the launch of UNSOM on 3 June as mandated by the Security Council in resolution 2102 (2013). Led by my new Special Representative, the United Nations worked to consolidate peace in Somalia in line with the integrated strategic approach set out in my report of 31 January 2013 (S/2013/69), grounded in the principle of respect of national ownership. The focus during the reporting period was on reinvigorating political support for the peace process in Somalia and fostering a new phase of cooperation with the international community, including through preparations for the "New Deal" aid compact (see para. 53 below).

A. Good offices and political support

21. Upon his arrival in Mogadishu on 3 June, my Special Representative gave priority to developing relationships with key Somali partners including politicians, elders, officials and civil society, and undertook a programme of visits around Somalia. Given escalating tensions in Kismaayo, he established close contacts with the "Jubaland" authorities and with international partners, in particular AMISOM and IGAD, as well as the Federal Government, to offer good offices. Partners agreed to take immediate measures to de-escalate the tensions in Kismaayo, support the evacuation of civilians injured in the armed clashes that occurred from 28 to 30 June, support the IGAD-led process to find an interim settlement for "Jubaland", and enable efforts to start the review of the Provisional Constitution.

22. My Special Representative also engaged with authorities in "Somaliland" and Puntland. In Hargeysa on 13 and 14 June, he made a commitment to supporting initiatives for sustainable peace, stability and prosperity, including the ongoing Somalia-"Somaliland" dialogue facilitated by Turkey. He also began dialogue with the authorities in "Somaliland" over their opposition to Security Council resolution 2102 (2013). Following his visit to Puntland, on 13 and 14 July, he continued working with the authorities and international partners to support an inclusive process for future elections there, as well as to facilitate improved relations with the Federal Government. In regular dialogue with President Hassan Sheikh Mohamud, he emphasized the importance of an inclusive process for national reconciliation, and offered the support of UNSOM at the appropriate time.

B. Support to peacebuilding and statebuilding

Development of a federal system and constitutional review

23. In addition to its political dimensions, the development of the federal system is a technical process requiring specialized capacity and international support. UNSOM and the United Nations country team engaged intensively with the Government, the Federal Parliament and the Speaker's Office on the process of constitutional reform. In close cooperation with the United Nations, the Speaker's Office produced a timeline for the constitutional review process, which sets out the steps leading up to a constitutional referendum and to national elections in 2016. A public presentation was held on 15 June, with support from UNDP. Noting the importance of an integrated United Nations effort, UNSOM and UNDP agreed steps to establish a United Nations integrated constitutional support team, to ensure coordinated support, and developed a strategy to guide its engagement with national partners.

Governance

24. On 19 June, the Office of the Prime Minister announced the creation of the National Institutional Capacity Development Directorate, which will lead and coordinate the Federal Government's efforts to develop capacity for core governance functions in Somalia. The United Nations country team and UNSOM established a joint task force to ensure a single United Nations entry point to engage with the new Directorate. Meanwhile, the United Nations joint programme on local

governance and decentralized service delivery completed a conflict assessment as part of preparations to support permanent local administrations in southern Somalia.

25. Financial governance also remained an area of focus. From May to July 2013, the Federal Government completed a payroll audit, collecting and verifying information on the number of civil servants working in the Federal Government institutions in Mogadishu. The exercise, supported by UNDP, will constitute an important first step towards the Government's plans to reform the civil service. Meanwhile, as part of the Government's public financial management reform strategy, UNDP advisers supported the Central Bank of Somalia in drafting a five-year strategic plan for central bank reform. Technical advisers on external audit and procurement issues commenced work in August.

Security sector and rule of law

26. Following the commitment of substantial international support at the London Conference on Somalia in May, the Federal Government made some progress in advancing mechanisms for the coordination of international partners' assistance and identifying policy gaps. Pending the establishment of the National Security Council, UNSOM supported the Government in leading coordination through an informal national security working group with international partners, which met twice in the reporting period. Sector-specific working groups on defence and police also met to coordinate capacity-building. The National Security Council and its secretariat have been established in order to enhance capacity for strategic decision-making and policy implementation across the security and defence sectors.

27. The management of combatants disengaging from Al-Shabaab remained an immediate priority of the Federal Government. In the reporting period UNSOM, in cooperation with AMISOM, the United Nations Children's Fund (UNICEF) and the International Organization for Migration (IOM), supported the establishment of a secretariat to take forward the National Programme for Disengaging Combatants and Youth at Risk developed by the Federal Government in May 2013. A joint African Union-United Nations workshop was held from 24 to 28 June, together with the World Bank, to explore options for support to the Programme. UNSOM began to support the development of operational modalities, also highlighting the need to consider options for the de-radicalization of the former fighters as part of the process of rehabilitation and reintegration. UNSOM and UNDP also began a legal review of the Programme, to identify issues requiring clarification, especially with respect to the legal status of the beneficiaries.

28. Private security companies remained unregulated and, during the period under review, the Federal Government identified the need for policy guidance to bring them under legislative control. Following a request from the Ministry of the Interior, UNSOM and partners began to explore the scope for the development of a legal framework. UNSOM recommended that, in parallel, policies and practical measures be developed to manage weapons and ammunition, consistent with the requirements of Security Council resolution 2093 (2013).

Somali National Forces

29. Efforts to build the capacity of the Somali National Forces — currently estimated at some 20,000 personnel, including allied militias — continued during the reporting period, including specialist training for 175 personnel by the European

Union Training Mission in Uganda. Ninety-one officer cadets started a 12-month course at the Ugandan Military Academy. One thousand recruits completed training in Mogadishu, while Djiboutian forces of AMISOM in Beledweyne trained a further 600 recruits. UNSOM facilitated the coordination of all training activities through a Somali-led steering group, comprising "head trainers" from the Somali forces, the European Union Training Mission, Turkey, Ethiopia, and Bancroft Global Development.

30. The Somali forces continued to face significant logistical challenges, including lack of critical combat equipment and transport. The Federal Government urged its partners to make every effort to expedite logistical support in order to facilitate the offensive against Al-Shabaab. AMISOM provided mentoring and limited training to the Somali forces and police, and conducted joint operations with them. However, indiscipline continued to present a challenge, and there were reports of clashes within Somali security forces in Baidoa and Buurhakaba, and an increasing number of desertions in Bay and Bakool.

Police

31. The Somali police continued to face asymmetric attacks and serious capacity gaps, including in basic equipment, infrastructure and management, undermining its ability to respond to local needs. International support, including stipends and training, continues, but lack of coherence undermines its effectiveness in some instances. For example, police uniforms provided by various countries have made it difficult to distinguish the police from other armed groups. In July, with support from UNSOM and UNDP, the Somali Police Commissioner launched a working group with international partners expected to meet monthly to ensure coordination. The Commissioner indicated his intention to prioritize rebuilding specialist policing capabilities that collapsed during the conflict. AMISOM police personnel continued to provide specialist support, as well as operational command and control advice and mentoring. UNDP and UNSOM put in place arrangements to ensure joint delivery in Somalia, including embedding a senior UNDP police programme officer in UNSOM. Noting the need for well-tailored support to policing in Puntland, two UNSOM police officers deployed to Garoowe in July.

Justice and corrections

32. The Minister of Justice, the Chief Justice, and the international community continued to work to steer the inclusive implementation of the national strategic plan for justice reform (2013-2015). In July, UNSOM, UNDP and the United Nations Office on Drugs and Crime (UNODC) established a donor coordination forum that will meet monthly. The group identified urgent needs, including court security, access to justice, legal policy and legal drafting, judicial independence, and establishing basic justice delivery in recovered areas. Development partners committed themselves to channelling resources for justice support through a rule of law basket fund, but have yet to finalize the modalities for the utilization of the funds.

33. UNSOM and UNDP put in place arrangements for a joint justice and corrections effort, within the framework of the global focal point relating to the rule of law. Meanwhile, United Nations partners continued to work on priority initiatives to support the sector. UNDP began an assessment aimed at improving the safety of

judicial personnel, following attacks in Mogadishu and Puntland, completed new headquarters for the Attorney General and Judicial Services Council in Puntland, and also supported a six-month judicial training programme for the region. UNODC, through the United Nations Office for Project Services, constructed a building for the Ministry of Justice in Garoowe, and is nearing completion of a building for the equivalent Ministry in Hargeysa. UNDP and UNODC supported the development of the judicial reform strategy of "Somaliland".

34. UNSOM worked with the Ministry of Justice's Custodial Corps, UNODC and UNDP on establishing a Government-led working group on corrections. In partnership with the Ministry, UNSOM developed a module on probation and parole for the training of prison staff. UNODC continued its engagement in Puntland and "Somaliland", including various construction, rehabilitation, mentoring and training projects.

Maritime security

35. Piracy off the coast of Somalia continued to decline in the reporting period. As at 15 August, one large and six small vessels were held by pirates. One vessel that had previously been held, the MV *Albedo*, sank off Xarardheere on 6 July: 4 of the 15 hostages on board remain unaccounted for, while 11 were transferred to another location. The conditions that allow piracy to thrive still persist in Somalia, and international support for maritime security continued to be strong, including through regional and national working groups on counter-piracy and maritime resource and security strategy. The Government announced a maritime crime programme, including the deployment of coastguard and maritime police trainers.

Explosive ordnance management

36. Somali police trained by the United Nations Mine Action Service continued regular clearance operations in Mogadishu, securing 29 improvised explosive devices, as well as 753 items of unexploded ordnance. Basic underwater clearance operations commenced at Mogadishu port. Two permanently deployed teams began operations in Baidoa, and by 15 August had found two improvised explosive devices and 50 items of unexploded ordnance, and provided the district with its first police explosive ordnance disposal capacity.

37. The Mine Action Service also conducted mine and unexploded ordnance clearance in the urban areas of Beledweyne, clearing 341 items of unexploded ordnance. Some 34 teams conducted mine risk education throughout southern and central Somalia, reaching out to some 157,000 people, as well as training United Nations staff and other humanitarian workers. From 16 May to 15 August, advisers from the Service and AMISOM explosive ordnance disposal teams safely destroyed 1,162 units of unexploded ordnance and 18 improvised explosive devices and cleared some 105,950 m^2 of battle area across all four sectors.

C. Human rights and protection

38. The Federal Government reiterated its intention to pursue a policy of "zero tolerance of all forms of human rights violations". However, effective protection of human rights in Somalia continues to be impeded by a lack of strong rule of law institutions. In a positive development, the Government prepared a draft bill on the

establishment of a national human rights commission required under the Constitution. UNSOM encouraged the Government to undertake broad consultations on the bill and to take account of the Paris principles relating to the status of national institutions. Meanwhile, UNSOM gradually built up its capacity for reporting on human rights and protection concerns while also developing contacts with Somali counterparts, AMISOM and donors to build capacity to prevent and address abuses.

39. During the reporting period, the negative impact of the armed conflict on civilians, as well as the targeting of journalists, remained of particular concern. In July, one journalist and two human rights defenders working with local human rights organizations were killed in Gaalkacyo, while two other journalists were wounded in gun attacks in Kismaayo. Civilian casualties and extrajudicial killings were frequently reported in conflict areas, with civilians caught in the crossfire between the parties. The Federal Government of Somalia reiterated to UNSOM its opposition to all extrajudicial killings and its commitment to due process. Separately, and despite Somalia's commitment under the 2012 universal periodic review to a moratorium on the use of the death penalty, at least seven persons were executed in Mogadishu, Beledweyne and Garoowe in July and August after death sentences were issued by military courts.

40. In partnership with the United Nations and in compliance with the human rights due diligence policy, AMISOM continued to work to improve the protection of civilians in recovered areas through an "indirect fire policy" and "no fire zones" in densely populated areas. The establishment of a civilian casualty tracking, analysis and response cell is still pe..ding. UNSOM contributed to predeployment training for AMISOM troops, as well as training for officers of the Somali security forces on international human rights and humanitarian law.

Child protection

41. Grave violations perpetrated against children by armed groups and the Somali security forces continued throughout the country, notwithstanding the commitments made by the Government to address the problem. In June, the United Nations verified reports of violations against 291 boys and 23 girls, primarily abduction (46 per cent of cases) and forced recruitment by armed groups (39 per cent of cases), mostly in the Banadir and Bakool regions. Armed conflict in southern and central Somalia seriously impeded access by the United Nations and other actors monitoring and responding to child protection needs. During the June violence in Kismaayo, 18 children were reportedly killed and 25 injured. The destruction of facilities for education and health, social deprivation and harsh living conditions exacerbated by displacement also had a negative impact on children. While UNSOM began to establish its capacity for support to child protection, UNSOM and UNICEF held initial consultations with the Federal Government on the implementation of two action plans aimed at ending the recruitment and use of children, as well as their killing and maiming.

Sexual and gender-based violence

42. Sexual and gender-based violence against women and girls remained one of the most insidious consequences of the conflict, despite the stated commitment of the Federal Government to end impunity for such acts. Related incidents were

reportedly most numerous in the Afgooye and Bala'd corridor near Mogadishu, and in camps for internally displaced persons in the southern and central parts of the country. Women and girls were targeted for rape, including gang rape, as well as other acts of sexual violence, particularly in settlements for displaced persons in Mogadishu. Most perpetrators were armed, and, in some cases, security personnel. Impunity remained rife, as survivors fear retaliation by their attackers. The justice system is ill-equipped to provide effective recourse for victims as the Penal Code defines rape as a moral crime rather than a crime against the person, so that survivors fear being stigmatized if they disclose incidents of rape or other sexual violence. Police capacity to investigate such crimes, gather evidence and protect victims remained limited. During the reporting period, the United Nations continued to work with partners using a new gender-based violence investigation and monitoring system to track trends and patterns of different forms of violence against children and adults. Preventive and responsive programming continued, including provision of victim assistance, counselling and livelihood support.

D. Humanitarian situation

43. The humanitarian situation continued to improve, as a result of improved security in pockets of the country, sustained assistance, and favourable weather conditions. However, humanitarian needs remained considerable, with 1 million Somalis depending on assistance for their basic needs and one in seven children acutely malnourished. Some 1.7 million people who emerged from the 2011 famine risk falling back into crisis without sustained support. Insecurity continued to hamper humanitarian access in some areas. Following the attack on the United Nations on 19 June, humanitarian activities in Mogadishu were limited to life-saving interventions.

44. The Office of the United Nations High Commissioner for Refugees (UNHCR) recorded a significant improvement in displacement figures for the first half of 2013 as compared to the same period in 2012. As a result of some security gains, some 24,500 refugees returned to Somalia between January and July 2013, mostly from the Dadaab refugee camp in Kenya. However, there are still an estimated 1.1 million internally displaced persons, as well as more than a million Somalis living as refugees in neighbouring countries.

45. On 9 May, the first polio case since 2007 was confirmed, and as at 15 August 105 cases had been confirmed. To curb the spread of the disease, the World Health Organization (WHO) and UNICEF carried out five campaigns, vaccinating 4 million people. Unfortunately large parts of southern and central Somalia remained inaccessible owing to insecurity, leaving approximately 600,000 children vulnerable to the disease.

46. The consolidated appeal of US$1.15 billion for 2013-2015 was only 34 per cent funded as at 15 August, jeopardizing efforts to build the population's resilience to future shocks such as drought, and to provide durable solutions for internally displaced persons. In July, the Central Emergency Response Fund's underfunded window approved additional funding of $20 million for consolidated appeal projects, and was considering additional funds for the polio vaccination campaign.

47. Notwithstanding security constraints, humanitarian activities aimed at enhancing communities' resilience to drought and other shocks are ongoing

throughout the country. The World Food Programme (WFP) provided assistance to more than 1.4 million people in the first half of 2013, focusing on livelihood projects. WFP operated in 1,198 nutrition centres throughout the country, and initiated in "Somaliland" and Puntland a new food assistance programme involving bar-coded vouchers that had reached over 31,000 people by June. UNICEF also provided nutrition support to over 135,000 malnourished children throughout the country, and helped to improve water and sanitation for over 292,000 people. More than 77,600 children, including 32,000 girls, were enrolled in schools sponsored by UNICEF during the 2012-2013 academic year.

E. Socioeconomic recovery and development

48. Support to socioeconomic recovery is essential to peacebuilding in Somalia. The country's economy has been in recession since the outbreak of the civil war two decades ago. Its per capita gross domestic product of $284 remains among the lowest in the world, and approximately 73 per cent of the population lives under the poverty line of $2 per day, rural populations being the worst affected. Reliable economic data on Somalia remains limited, however, hindering the ability of the Government and international community to carry out evidence-based planning.

49. As part of its planning for the "New Deal" aid compact (see para. 53 below), the Ministry of Finance and Planning, with support from the World Bank, began to develop an economic recovery plan identifying the priority investments and policy actions required during the period from 2013 to 2015. The plan will serve as the basis for the elaboration of an interim poverty reduction strategy, which will be presented at the forthcoming Conference on Somalia in Brussels together with proposals for a financial architecture for Somalia and aid coordination mechanisms.

50. In a positive development, on 7 June, the European Union and the African, Caribbean and Pacific Group of States approved the Federal Government's application to accede to the Cotonou Agreement, which will enhance its access to resources for development finance cooperation under the European Development Fund. At the Group of Eight Summit on 17 and 18 June, international financial institutions were encouraged to deepen their engagement with Somalia to support the country's growth and stability.

51. Meanwhile, efforts were made to develop the Somali private sector. The first Somali Reconstruction and Investment Conference was held on 28 and 29 May, with support from UNDP, the Food and Agriculture Organization of the United Nations (FAO) and the International Labour Organization. Bringing together national and international business leaders, the conference helped to leverage some $1.5 million in new deals. Short-term employment schemes implemented by UNDP, FAO and IOM generated approximately 14,000 working days for some 36,850 people.

F. Targeted sanctions

52. The Security Council, by resolution 2111 (2013), consolidated the arms embargo exemptions contained in previous resolutions, and affirmed current exemptions to the arms embargo on Somalia for UNSOM, AMISOM, the European Union Training Mission and the items listed in the annex to that resolution. The Council also extended the mandate of the Somalia and Eritrea Monitoring Group

until 25 November 2014. The most recent report on Somalia of the Monitoring Group (S/2013/413) was issued on 12 July 2013.

IV. International coordination

53. The development of a "New Deal" aid framework for Somalia was a key priority during the reporting period. The New Deal process is intended to make possible a strategic partnership between Somalia and international partners through the establishment of national peacebuilding priorities and agreement on a framework for mutual accountability. Within the United Nations, efforts on the New Deal are coordinated through the Office of the Resident Coordinator.

54. Following the official launch of the process in May, the United Nations and the World Bank supported the Federal Government in conducting a "fragility assessment" to analyse sources of fragility and conflict, as well as of resilience. In parallel, UNSOM and the United Nations country team contributed actively to planning under six Somali-led thematic workstreams, with UNSOM leading the United Nations effort in goals 1 (inclusive politics) and 2 (security), and co-leading with UNDP on goal 3 (justice). A New Deal Task Force comprising the Government, civil society, the United Nations, the World Bank and donor representatives provided recommendations for a communications strategy around the New Deal.

55. My Special Representative addressed two meetings of the core group preparing for the New Deal for Somalia Conference that will be held in Brussels on 16 September. At those meetings, the Government presented its plans for streamlining existing funding instruments into a Somali reconstruction and development facility. However, there remained challenges with regard to prioritization by the Government and its partners, as well as engagement with "Somaliland" and Puntland. "Somaliland" has so far refused to participate in the New Deal conference, which in its view does not concern "Somaliland".

56. In accordance with Security Council resolution 2102 (2013), in which the Council mandated UNSOM to assist the Federal Government in coordinating international donor support, and to coordinate United Nations activities with the Federal Government, as well as the African Union, IGAD, the European Union and other regional, bilateral and multilateral partners in Somalia, my Special Representative also prioritized the building of close and effective partnerships with these and other key stakeholders. He briefed ambassadors from the AMISOM troop-contributing countries on 18 July, held numerous informal meetings with ambassadors and international officials, and visited Addis Ababa, Nairobi, Djibouti, Kampala, Brussels, Paris and London. The guiding principles of UNSOM coordination efforts include ensuring that mechanisms put in place enhance the support provided to the Federal Government and are aligned with national priorities, and eventually with the New Deal architecture.

V. Logistical support to the African Union Mission in Somalia

57. The United Nations Support Office for AMISOM (UNSOA) continued to provide logistical support for the 17,731 AMISOM uniformed personnel deployed to four sectors in Somalia, including 17,244 troops, two formed police units and

207 individual police officers. In addition, some 20 civilian personnel of AMISOM received transport and other logistic assistance from UNSOA. Living conditions for troops and civilian personnel continued to improve, with the construction of 17 additional offices and accommodation facilities.

58. Major troop and police movements were supported by UNSOA. These included, in June, the deployment of an 850-strong battalion from Sierra Leone to Kismaayo, Dhobley and Tabda in Sector 2 (comprising Gedo, Juba Hoose and Juba Dhexe), where they relieved Kenyan troops. Together with the African Union, UNSOA verified this relief-in-place in accordance with Security Council resolution 2093 (2013). Several rotations were conducted, including a Nigerian formed police unit and 1,340 Ugandan troops in May, 1,020 Burundian troops in June, a Ugandan formed police unit in July, and 900 Burundian troops in August.

59. During the reporting period, AMISOM engineering units trained and equipped by UNSOA constructed 20 km of bypasses, repaired 3 km of roads and built or improved seven forward operating bases. Troops in Beledweyne continued to be supplied by air due to the security situation. In Kismaayo and Beledweyne, UNSOA drilled wells to secure access to water for AMISOM and, in Mogadishu, a satellite dish was installed in July to enhance communications and Internet access. UNSOA also continued to provide medical support, carrying out 77 medical evacuation, transfer, redeployment and repatriation flights for AMISOM personnel from 16 May to 14 August. UNSOA also provided various types of training for 517 troops.

60. Notwithstanding the logistical support from the United Nations and voluntary contributions from Member States, AMISOM continued to face logistical and resource constraints that undermined the fulfilment of its mandate. AMISOM has not secured any military helicopters, although UNSOA contracted three utility helicopters for medical evacuation, personnel transportation, and cargo lift. As stated in the report of the Chairperson of the African Union Commission, Dlamini Zuma, dated 13 June 2013, the ability of AMISOM to conduct expansion operations will continue to be limited in the absence of critical force multipliers and enablers.

61. In July, all AMISOM troop- and police-contributing countries received a copy of the United Nations human rights due diligence policy. It was agreed that a $6.5 million contribution from the United Kingdom of Great Britain and Northern Ireland to the trust fund for AMISOM managed by UNSOA will finance the establishment of the AMISOM civilian casualty tracking, analysis and response cell as well as other infrastructure projects and training. The additional uncommitted balance of the trust fund remains at $2.6 million, most of which is earmarked for outreach activities. Since my last report, there have been no new contributions to the trust fund.

62. The African Union-United Nations Information Support Team continued to provide strategic communications support to AMISOM, and established during the reporting period a permanent communications presence in Kismaayo and Baidoa. Preparations are under way to permanently deploy personnel to Beledweyne.

VI. United Nations presence in Somalia

A. Expansion of the United Nations presence

63. As at 15 August, a total of 309 international personnel from United Nations agencies, funds and programmes were deployed in Somalia, 21 of them in southern and central Somalia. The attack on the United Nations common compound on 19 June curtailed some of the country team's operations in Mogadishu, although activities designated as most critical to programme delivery, such as the polio vaccination campaign and engagement with the Federal Government, continued.

B. Establishment of the United Nations Assistance Mission in Somalia

64. As at 15 August, 56 staff were deployed in UNSOM, including 29 permanently recruited international staff, 12 international staff on temporary duty, and 15 national staff. Of the permanent international staff, 22 were deployed in Mogadishu, four in Garoowe and three in Nairobi. A further 22 permanently recruited and nine temporary staff are expected to join the Mission in the coming weeks. Owing to the opposition of the "Somaliland" authorities to UNSOM (see paras. 11 and 22 above), there are no permanently deployed international UNSOM personnel in Hargeysa.

65. UNSOA provided administrative and logistical support for the new Mission, including offices and residential accommodation, camp management, communications, transport, and a range of administrative services. The African Union-United Nations Information Support Team managed by UNSOA also extended strategic communications support to UNSOM. A draft status-of-mission agreement for UNSOM was transmitted to the Federal Government on 6 June. The Government's response is awaited.

C. Integration of United Nations activities

66. Further to Security Council resolution 2102 (2013), arrangements were made to support a structurally integrated United Nations presence in Somalia. My Special Representative and the Resident and Humanitarian Coordinator, Philippe Lazzarini, agreed to adopt an integrated management approach with immediate effect, ahead of formal integration of the Coordinator function by 1 January 2014. To this end, the office of the Resident and Humanitarian Coordinator in Nairobi is now co-located with UNSOM. Within the framework of the global focal point relating to the rule of law, UNSOM and UNDP began to implement plans for a joint rule of law presence supporting one programme, although co-location was delayed as a result of the attack of 19 June and the temporary relocation of UNDP personnel to Nairobi. The establishment of an integrated constitutional support team is also under way.

67. UNSOM reinforced coordination with AMISOM through regular meetings of the senior leadership team of both entities. Progress is being made on promoting joint UNSOM-AMISOM work across the board, including on human rights, rule of law and security institutions.

D. Staff safety and security

68. With the launch of UNSOM, the United Nations established an integrated security management structure with my Special Representative as designated official responsible for staff security in Somalia. However, continuing insecurity and the targeting of the international community in Somalia hampered the operational effectiveness of the Mission, as well as the ongoing expansion of the United Nations country team.

69. The United Nations, AMISOM and the Federal Government worked to enhance physical security measures, information analysis, and coordination procedures in Mogadishu. Measures were taken jointly to improve security at United Nations installations, along the Mogadishu airport road, and at Villa Somalia, through multiple layers of static security and mobile patrols conducted by Somali forces and AMISOM. Emergency and crisis response mechanisms were reviewed, staff were briefed on incident response and a mass casualty evacuation plan was reviewed and updated. Concerns remain about security in the vicinity of Mogadishu International Airport, and dialogue is ongoing with the Government and AMISOM to address outstanding issues.

70. Security for activities outside the Mogadishu airport complex remained a significant challenge. While in the longer term the Federal Government is planning to establish a diplomatic protection service, the United Nations and other international partners rely in the interim on AMISOM and Government-authorized private security companies for security services. The UNSOM security concept identifies significant requirements not met by the existing arrangements, including expanded capacity for security escorts and quick reaction capability to cover southern and central Somalia. In her report dated 13 June 2013, the Chairperson of the African Union Commission reiterated the African Union's commitment to providing security for the international community, but noted that the currently authorized ad hoc unit of 311 military personnel would not be sufficient to accomplish the required tasks.

VII. Observations

71. The people and Government of Somalia have made significant progress over the past year to consolidate security and put in place credible state institutions. The international community has demonstrated its continued engagement, including through international conferences in London, Istanbul, Yokohama and Brussels, as well as the strong support for the establishment of the new political mission, UNSOM. While much has been achieved, progress is not yet secure. While I remain optimistic about Somalia's long-term prospects, I am increasingly concerned about the short-term risks. We need to increase significantly our collective efforts, if we are not to imperil the recent and hard-won political and security gains.

72. The Federal Government is to be commended for its efforts at establishing, in line with the Provisional Constitution, state institutions able to deliver critical basic services to the people of Somalia. But progress on key political processes, such as the formation of federal states and the constitutional review, has been slow. The recent pre-election violence in Puntland serves as an important reminder that democratization processes require a well-prepared, conducive political and security

environment. To realize its vision for elections in 2016, the Federal Government will need to accelerate the establishment of the necessary commissions and initiate a comprehensive consultation with the Somali people about the future of the State, resulting eventually in a constitution endorsed by the majority of the Somalis through a national referendum. The United Nations stands ready to support an inclusive process.

73. The recent violence in Kismaayo underlines the challenges involved in establishing a federal system. It is essential that an interim political solution is found to prevent further violence and to allow longer-term issues about the status and administration of "Jubaland" to be addressed through dialogue and reconciliation. The United Nations welcomes and fully supports the efforts of IGAD in this regard, noting the importance of forging new relationships of trust between Somalia and its neighbours as part of the peacebuilding process. Noting the economic dimensions of the conflict in "Jubaland", I also call upon all stakeholders urgently to tackle the continuing illegal export of charcoal, as highlighted in the recent report of the Somalia and Eritrea Monitoring Group. Profits from this trade fuel the conflict, undermine governance and destroy the environment.

74. The continuing commitment of the international community to support the people and Government of Somalia is essential. At the same time, peacebuilding must be Somali-owned. I therefore welcome efforts under way for the Government to elaborate a vision for peacebuilding priorities, which will also guide the efforts of its international partners. The "New Deal" for Somalia recognizes the interconnectedness of political reconciliation, security, rule of law, governance and economic and social development processes. I welcome the forthcoming New Deal for Somalia Conference scheduled for 16 September in Brussels, which will finalize the outline of a compact between the Government and its international partners. As putting in place the full New Deal architecture will take time, I urge Member States in the short term to help expedite delivery for immediate needs, including the provision of basic security, justice and other services in the newly recovered areas of the country.

75. I remain seriously concerned about the human rights situation in Somalia, in particular attacks against journalists, and violations and abuses perpetrated against children and women. I call on the Federal Government to demonstrate its commitment to addressing human rights violations, including by establishing a national human rights commission based on broad-based consultations, and strengthening policing and legal capacity to address sexual violence. Innocent Somali citizens caught in the crossfire between parties continue to be killed and maimed. Journalists also continue to be victims. It is essential that the United Nations partnerships established with the Government in these areas lead to early action.

76. The political, security and development gains made so far in Somalia are still reversible. Despite the courageous efforts of the Government, its allied forces and AMISOM, Al-Shabaab continues to undermine security throughout the country, including in Mogadishu. While recent infighting shows that Al-Shabaab is now divided and under pressure, it remains capable of carrying out intensified attacks against civilians and international partners. Allowing Al-Shabaab to continue its training and conduct terrorist activities from bases in Somalia will undermine peace not only in Somalia but also in the wider region. Reinvigorating the campaign

against Al-Shabaab must therefore be an urgent priority. It should combine military, political and practical components, including a clear policy on the handling of disengaged combatants, their rehabilitation and reintegration into society, and immediate early recovery projects in newly accessible areas. At the same time, it will be of the utmost importance for the Government to develop policy and practical measures in the areas of security sector management, maritime security, police and justice.

77. The campaign against Al-Shabaab urgently requires enhanced international support. I once again call upon all international partners, as well as African Union member States that have not already done so, to provide AMISOM with adequate support, particularly critical force enablers and multipliers, such as attack helicopters and armoured personnel carriers, to ensure that it can effectively fulfil its mandate. I have instructed my Special Representative to redouble his efforts to secure these resources for AMISOM, in conjunction with the Special Representative of the Chairperson of the African Union Commission for Somalia and Head of AMISOM, Ambassador Mahamat Saleh Annadif. Meanwhile, further to Security Council resolution 2093 (2013), I and the African Union have jointly initiated an operational review of AMISOM in the light of the current security challenges. The review, on which I will report to the Council in October, will be linked with the development of options and corresponding benchmarks for the deployment of a United Nations peacekeeping operation at the right time.

78. Stability in Somalia rests on credible national security forces and police able to maintain security independently of any peacekeeping force. A common and closely coordinated strategy for international security support, which sets out clearly the respective responsibilities of the African Union, the United Nations, other allies, and Somali forces, with clear timelines and appropriate resources, is a priority. In the immediate term, significant additional support is needed to allow Somali national security forces to take part in joint operations with AMISOM more effectively and to ensure that security gains are not lost in the newly liberated areas. I encourage Member States to give urgent attention to the planning, equipment, logistical and training needs of Somalia's national army and police. I also encourage the Federal Government of Somalia to provide a detailed report to the Security Council by 6 October 2013 as stipulated in paragraph 9 of resolution 2111 (2013). Doing so will strengthen the ability of UNSOM and other international partners to support the Government in developing capacity for the safe storage, registration, maintenance and distribution of military equipment.

79. Expanding humanitarian services throughout the country is essential. I call on all actors to facilitate the safe access that would allow all of Somalia's people, particularly children, to receive humanitarian assistance, including vital vaccinations against polio. The findings released earlier in 2013 that an estimated 260,000 people died as a result of the 2011 famine remind us that we cannot wait to act. We must redouble efforts to invest in Somalia's people and communities to break the pattern of repeated humanitarian crises. I urge Somalia's partners to support the humanitarian appeal for Somalia, which seeks to build the capacity of Somali communities and the authorities to prevent future humanitarian catastrophe.

80. The attack against the United Nations on 19 June was a sobering reminder of the risks that our personnel face in their work to support peace and development in Somalia. I condemn in the strongest terms the deadly violence perpetrated during

the reporting period against Somali nationals, the United Nations, AMISOM, and Turkey. We shall not be deterred from our work; at the same time, we must anticipate that, as the campaign against Al-Shabaab continues, threats to Government and international personnel and installations will correspondingly increase. This underlines the importance of taking appropriate measures to provide security throughout the country. I will request the Security Council to give due consideration to this issue, including on the basis of the recommendations of the joint African Union-United Nations review of AMISOM and benchmarking exercise.

81. Member States have asked UNSOM to play a significant role in convening with international partners and coordinating international assistance for the Federal Government of Somalia and in providing the Government with "one United Nations door to knock on". Good progress is being made in integrating the United Nations presence in Somalia ahead of formal integration in January 2014. The Mission's mandate is far-reaching and ambitious. UNSOM will continue to depend on the goodwill of national, regional and international partners. I am grateful to them for the practical and political support they have given my Special Representative so far, and look forward to this continuing. We remain steadfast in our resolve to work in partnership with all stakeholders.

82. In conclusion, I wish to express my sincere gratitude to my Special Representative for Somalia, Nicholas Kay, and pay a tribute to the men and women of UNSOM and the United Nations country team, for their courage, sacrifice, and commitment to peace in Somalia. I would also like to thank the Federal Government of Somalia, the African Union and the countries contributing troops and police to AMISOM, IGAD, the European Union, and the donor countries and multilateral and non-governmental organizations that are providing critical and life-saving support. There is no time for complacency. Our collective efforts need to be redoubled if we are to succeed in helping the people and Government of Somalia to lift their country from conflict and despair to sustained peace and hope.

Map No. 3990 Rev. 10 UNITED NATIONS
December 2011

Department of Field Support
Cartographic Section